

Strengthening County Integrated Development Plan Process: Contribution of County Climate Change Fund Mechanism



Public participation in Kitui County . Photo by Jane Kiiru

Policy Pointers

- The CCCF mechanism is ensuring technical efficiency in county planning as it provides a platform for county technical officers and local communities to interact for better service delivery.
- The CCCF mechanism has improved the CIDPs in terms of social accountability and transparency thus contributing to the agenda of the devolved governance system in Kenya.
- The CCCF mechanism shows the value of participatory planning in generating effective, efficient and sustainable public good investments.
- The CCCF mechanism is instrumental in increasing meaningful public participation in the CIDP process.
- The CIDP is more rounded and efficient because it mainstreams climate resilience through the CCCF

Executive Summary

The Constitution of Kenya (2010) provided the institutional architecture for delivering climate finance from the national level to the local level through the devolution process. To ensure delivery of climate finance and to enhance climate resilience in ASAL regions, the Adaptation Consortium piloted the County Climate Change Fund (CCCF) mechanism across five counties of Kitui, Isiolo, Makueni, Wajir and Garissa. By establishing the legal framework (CCCF Acts and Regulations) the CCCF has strengthened and fully mainstreamed climate change into county development planning and budgeting. Across the five counties, the CCCF mechanism has supported the development and strengthening of the County Integrated Development Plans (CIDPs) through citizen participation and improved the CIDPs in terms of social accountability and transparency thus contributing to the agenda of devolved governance in Kenya.

Additionally, the CCCF mechanisms has demonstrated value for money by ensuring relevant and sustainable public good investments are prioritised by communities to build their resilience to climate change. The CCCF mechanism is an example of operationalising ‘bottom-up’ governance, providing considerable learnings for all political decision-making and investment under devolved governance in Kenya. This policy brief demonstrates how the pilot counties have effectively mainstreamed climate change in a practical and sustainable manner, thereby providing the endorsement for other counties to similarly enact and establish the CCCF mechanism.

Context

Poor and vulnerable groups often have little influence on decisions that affect their lives. Furthermore, decisions taken at national levels rarely respond to local needs and priorities, nor do they provide the rural poor with access to the assets and services they need to innovate and adapt (Virinder et al., 2014). This challenge prompted the Kenyan Government to introduce a new system of devolved governance through its Constitution of 2010, which created two levels of government - national and county. Devolution has brought decision-making down to the local level and intends to create national unity in terms of resource allocation.

Resource allocation, planning and national development in Kenya are guided by Vision 2030, that sets out the priority sectors and interventions to improve Kenya's economy, society and environment. Vision 2030 is implemented at the national level through medium term plans set every five years, and at county level through the County Integrated Development Plans (CIDPs) (GoK, 2017).

Implementation of the first cycle of the CIDPs from 2013-2017 provided a paradigm shift in development planning. County governments became legally obliged to obtain consent of its citizens through public participation over resource allocation and investment prioritization. The first cycle oversaw a transformation in the development of plans and policies that use citizen participation to integrate context and generate local priorities. However, early challenges included the lack of an effective approach to public participation, a slow evolution from the previous 'top-down' approach, and inadequate communications on budgeting and investments.

Nevertheless, the successes of the first cycle of the CIDPs saw establishment of a legal framework - CCCF Act and Regulations -, institutions and structures, that allow investments to be reflective of local priorities. It also showed clear demonstration on how to mainstream climate change into planning. Subsequently, the second cycle of the CIDPs (2018-2022) recently developed is informed by these experiences and challenges learned during the implementation of the first CIDPs. The CCCF mechanism which was piloted during the first face contributed much to the CIDPs improvement.

Devolution provided the institutional architecture to pilot the County Climate Change Fund (CCCF) mechanism, an integrated approach that aims to mainstream climate change into county level planning and budgeting as well as making counties 'climate-finance ready'. County governments, by virtue of their proximity to citizens are best-placed to ensure the delivery of climate finance from the national level to county, sub-county and ward levels. Furthermore, there is emerging evidence that devolved government structures offer good value for money (Mapesa and Kibua, 2008), through

strong public participation processes (Munyoki et al., 2017) that are likely to result in development programs that are in line with local people's priorities. Devolution also provided the opportunity for local/small service providers to engage in local development, thus enhancing the local economy (Bulut and Abdow, 2018).

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In practice, the CCCF mechanism has accelerated the institutionalisation of decision-making processes that place communities in control of their adaptation priorities. Furthermore, it is ensuring that vulnerable communities are responsible and accountable for climate finance flows from the national to local level, minimising the risks of these funds lodging/being lost elsewhere in the government system.

How the CCCF mechanism has strengthened the CIDPs

1. ***The CCCF Mechanism is instrumental in increasing meaningful public participation in the CIDP process:*** The CCCF mechanism is committed to a high level of local participation in decision-making through the Ward Climate Change Planning Committee (WCCPC) and County Climate Change Planning Committee (CCCPC). Participation is ensured from the selection of the ward committee members, all the way to community consultations to select and validate public good investments. The selection of the WCCPC members is critical, and is done in a manner that ensures true representation of all the wards. This includes a public vetting process that is based on merit and integrity as well as services rendered to communities. Public vetting is applied to reduce the risk of political manipulation and exclusion of marginalised groups, and to enhance the commitment of those selected to be accountable. Criteria based on integrity, leadership and local knowledge are given greater importance than academic qualifications, especially since WCCPCs can access technical assistance from county-level actors, and receive training on project and finance management, climate change, and committee governance around the CIDP. In Isiolo, investments by the CCCF mechanism on customary leaders (*dedha*) built the legitimacy of local institutions and provided a "bridge" between customary and statutory institutions. Although this process is costly and time consuming, the results are evident in terms of better local prioritisation of investments.

Furthermore, the CCCF mechanism requires active, inclusive and extensive community participation in inter-ward consultations, and collective decision-making over public resources such as land, pasture and water.

2. *The CCCF mechanism highlights the value of participatory planning in generating effective, efficient, and sustainable public good investments:*

Investments made through the CCCF mechanism following public consultation and community prioritization have resulted in the selection of highly effective public good investments such as sand dams, water pans, and veterinary laboratory that enhance resilience to recurrent droughts and regular disease outbreaks. For example, in Isiolo County, the WCCPC used participatory resilience tools (such as resilience assessment tool) to select appropriate investment projects which focused on water, pasture and livestock, that build climate resilience. Once the model was fully implemented, there were noticeable reductions in livestock mortality, and conflict, and a better ability to cope with recurrent drought. These examples of success are providing important lessons for the CIDP processes. For instance, in Makueni and Wajir Counties, the WCCPCs were actively involved in the formulation and validation of the county annual development plans as well as second phase of the CIDPs. Furthermore, in Isiolo County, the Livestock Strategy and Implementation Plan now explicitly reflects the sensitivity of the sector to climate change while the Natural Resource Management Bill (County Government of Isiolo, 2016) recognises the role of customary institutions in the management of water and pasture. County official further reported that the CCCF mechanism allowed them to fully appreciate the value of participatory planning in generating effective, efficient and value for money investments in sustainable public goods. A CCCPC member stated that *“Previously there was no structured consultation on project implementation, decisions were made in the boardrooms. With the CCCF mechanism there is continuous consultation which takes a lot of time. Although it is time consuming, the quality of projects are of higher standards and serve community better”*.

3. *The CIDP is more rounded and efficient because it mainstreams climate resilience through the CCCF:-*

The CCCF mechanism played a critical role in raising awareness about climate change and provided a framework to enable counties and communities to take action to build resilience through climate proofed development projects. A technical officer in Makueni county stated that *“the CIDP has borrowed the principle of climate proofed projects from the CCCF”*. The CCCPCs reported that the second cycle of CIDP is an improvement, owing to the engagement of CCCPC members with the CCCF

mechanism. A county technical officer stated that *“the County is now more aware on the importance to have climate change mainstreamed in the CIDP. The first CIDP in Isiolo had to be reviewed to have climate change mainstreamed for the first time”*. This interaction provided an opportunity for the CCCPC members to appreciate the anticipated impacts of climate change. Additionally, the seed funding provided by the CCCF mechanism stimulated the counties to commit a budgetary allocation of between 1 and 2% of county development budgets to the CCCF kitty/fund to finance priority climate change interventions.

4. *The CCCF mechanism has improved the CIDP in terms of social accountability and transparency:*

Inclusive citizen participation is elevated in the five pilot counties, in part built on the energy and skills generated through the CCCF mechanism – particularly from the intensive community consultations and active WCCPC membership. Community consultations are now more participatory and the county planning department is held to greater account by communities who have significantly elevated their political voice. For, example in Kitui County, the community organised themselves demanding hard copies of county budgets and plans, raising pertinent questions, and giving feedback. In Isiolo County, planners actively engage the WCCPC in developing their CIDPs, as one town planner stated, *“Planners now look out for views of ward committees to capture in annual plans since it represent local priorities, and as a result WCCPC are now keen on participating in annual planning.”*

5. *CCCF mechanism is driving technical efficiency into county planning:*

Across the five counties, the ward administrators highlighted that the WCCPCs and CCCPCs are improving public service delivery across the counties by enabling county technical officers to frequently and effectively interact with communities. This is evident in the case of Makueni and Wajir where regular monitoring visits by the county take place. During these visits, local people are able to interact with the technical officers and demand for various technical inputs such as replacement of generator’s parts, livestock vaccinations among others. Furthermore, pioneering wards across the counties are increasingly using the WCCPC structures as a model to establish Ward Development Planning Committees (WDPCs). For example, in Makueni County the WCCPC model was used to design operational guidelines for the WDPC to oversee all development-related matters within the county.

Conclusion

- The economic and political advantages of integrating the needs and priorities of communities are clear. County Governments should mainstream the use of the CCCF mechanism as a planning framework into the CIDP to ensure all development policy and projects are informed by local needs and prioritisation of investment decision that are directly building communities resilience and enhancing economic growth.
- Piloting the CCCF across the five counties has demonstrated how counties can easily and effectively mainstream climate change in a practical and sustainable manner. Other counties within Kenya should now benefit from the same by enacting and establishing the CCCF mechanism more widely.
- When establishing Ward Development Planning Committees (WDPC), the County Government should adapt the criteria used in the CCCF model, that emphasises on integrity, merit and public vetting, to ensure true representation and accountability.
- Three key elements underpinning the CCCF mechanism are innovative and successful inclusivity, citizen participation and transparent decision-making. These principles should be adopted by the County Government when making all policy decisions.
- The Council of Governors, National level Institutions and the County Government should consider transferring the key principles of the CCCF mechanism widely in Kenya to build climate resilience through devolved climate financing.

Endnotes

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Key Words

Devolved Governance
Climate Finance
Local level planning
Climate Change
Development Planning
Devolution

About this Policy Brief

This Policy Brief is part of a series aiming to inform policy-makers on the effectiveness of the CCCF mechanism and provide recommendations to policy-makers based on learning results on the effectiveness on the CCCF mechanism. The other policies briefs can be found on <http://www.adaconsortium.org/index.php/component/k2/itemlist/category/149-briefing-papers>.

About Ada Consortium

The Adaptation (Ada) Consortium has been supporting five county governments of Isiolo, Kitui, Makeni, Garissa and Wajir in Kenya to enhance and support climate resilient development. Since 2011 Ada has worked with policy makers and technical officers to pilot County Climate Change Fund (CCCF) Mechanism to mainstream climate change in planning and budgeting as well as prepare counties to access climate finance. Ada, a core component of the National Drought Management Authority (NDMA) comprise Christian Aid, International Institute of Environment and Development, and Kenya Meteorological Department together with county partners consisting of Anglican Development Service – Eastern (ADS-E), WomanKind Kenya, Merti Integrated Development – Programme (MID-P) and Arid Lands Development Focus (ALDEF). The consortium is funded by the UK Department for International Development (DfID) and the Swedish government.

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